United Nations A/60/62–E/2005/10

General Assembly
Economic and Social Council

Distr.: General
31 January 2005

Original: English

General Assembly
Sixtieth session

Economic and Social Council
Substantive session of 2005
5-29 July 2005
Item __ of the provisional agenda*
Social and human rights question: advancement of women

Letter dated 23 November 2004 from the Permanent Representatives of Canada, Jordan, Mexico, the Niger and Slovenia to the United Nations addressed to the Secretary-General

The Consultative Committee of the United Nations Development Fund for Women (UNIFEM), at its forty-fourth session, held in New York on 15 and 16 March 2004, requested the establishment of an advisory panel to undertake an independent assessment of the Fund's current status and its future role and structure in the United Nations system. In making the request, the Consultative Committee had sought advice on how UNIFEM could, in the context of the 10-year review of the Beijing Platform for Action and the five-year review of the outcome of the Millennium Summit, better act within the United Nations system for the sake of women's empowerment and gender equality. The Advisory Panel, headed by Dr. Nafis Sadik, reported back to the Consultative Committee in December 2004 (see annex).

The undersigned Permanent Representatives, members of the Consultative Committee, would like to make the assessment available to all Member States, and request that the present letter and its annex be circulated as a document of the General Assembly, under the agenda item "Strengthening of the United Nations system", and of the Economic and Social Council, under the item entitled "Social and human rights questions: advancement of women".

(*Signed*) Zeid Ra'ad Zeid **Al-Hussein**
Ambassador Extraordinary and Plenipotentiary
Permanent Representative of the Hashemite Kingdom of Jordan
to the United Nations
Chairman of the UNIFEM Consultative Committee

* E/2005/100 (to be issued).

05-22473 (E) 020305

(*Signed*) Enrique **Berruga**
Ambassador Extraordinary and Plenipotentiary
Permanent Representative of Mexico to the United Nations

(*Signed*) Roman **Kirn**
Ambassador Extraordinary and Plenipotentiary
Permanent Representative of the Republic of Slovenia to the United Nations

(*Signed*) Ousmane **Moutari**
Ambassador Extraordinary and Plenipotentiary
Permanent Representative of the Niger to the United Nations

(*Signed*) Allan **Rock**
Ambassador Extraordinary and Plenipotentiary
Permanent Representative of Canada to the United Nations

Annex to the letter dated 23 November 2004 from the Permanent Representatives of Canada, Jordan, Mexico, the Niger and Slovenia to the United Nations addressed to the Secretary-General

Organizational Assessment: UNIFEM Past, Present and Future

Submitted to
The UNIFEM Consultative Committee

By

The Advisory Panel to the Consultative Committee
Dr. Nafis Sadik, Chair
Mr. Roberto Bissio
Prof. Sir Richard Jolly
H.E. Inonge Mbikusita-Lewanika
Dr. Margaret Snyder

1 December 2004

Acknowledgements

This report was prepared as part of a consultative process involving many individuals and organizations within and outside of the United Nations system. The Advisory Panel provided ongoing guidance and oversight, working with two consultants, Sarah Murison and Ellen Sprenger, and supported with background research by Jeehan Abdul Ghaffar.

The Consultative Committee of the United Nations Development Fund for Women (UNIFEM) expresses its deep appreciation to the members of the Advisory Panel for their constant advice and vision. The Chair of the Advisory Panel has provided sound leadership and members have been unfailingly generous in their willingness to provide insights from their considerable experience. The consultants have been tireless in researching documents, conducting interviews and consultations, and producing many drafts in response to our feedback.

NOTE

Owing to both time and resource availability the assessment was undertaken primarily as a desk review, building on evaluations and assessments undertaken recently in preparation for the UNIFEM Multi-year Funding Framework (MYFF) 2004-2007, which included extensive interviews with all parties. New ideas that have emerged primarily through the consultations between the Advisory Panel and the UNIFEM Consultative Committee have been consolidated here as a discussion document which comprises a first step to re-engagement with those who contributed to the earlier discussions.

CONTENTS

INTRODUCTION 6

SECTION 1 - CURRENT OPPORTUNITIES AND CHALLENGES FOR ACHIEVING GENDER EQUALITY 7

SECTION 2 - OVERVIEW OF UNIFEM'S CURRENT SITUATION 9

2.1 UNIFEM'S MANDATE AND STRUCTURE: 1976 TO 1984 9
2.2 EXPANDED ROLE, STRUCTURE AND PROGRAMME: 1984-PRESENT 10
2.2.1 Evolution of UNIFEM's role 10
2.2.2 Evolution of UNIFEM's structure and programme 11
2.3 CHALLENGES: AMBIGUITY IN AUTONOMY/AUTHORITY, STATUS AND RESOURCES 12
2.3.1 Autonomy/authority and the close association with UNDP 12
2.3.2 UNIFEM's status within the United Nations system 13
2.3.3 Evolution of UNIFEM's resources 14
2.4 FURTHER CHALLENGES: AMBIGUITY IN THE RELATIONSHIP WITH THE GENDER EQUALITY ARCHITECTURE AND WITH KEY CONSTITUENCIES 17
2.4.1 Relationship with the United Nations gender equality architecture 17
2.4.2 Relationship with key constituencies 17

SECTION 3 - OPTIONS FOR ADDRESSING CHALLENGES 18

3.1 ALTERNATIVE MODELS 18
3.2 PROPOSALS FOR A STRONGER UNIFEM 19

ANNEX 1: EVOLUTION OF UNIFEM MANDATE (GENERAL ASSEMBLY AND EXECUTIVE BOARD RESOLUTIONS) 24

ANNEX 2: UNIFEM'S RESOURCE GROWTH BY COUNTRY, 1990-2003 (THOUSANDS US$) 28

Introduction

1. The upcoming year – 2005 – offers notable opportunities for advancing commitment and action on gender equality and women's empowerment. High-level consultations taking place in 2005 include the ten-year review of the Beijing Platform for Action (PFA), the five-year review of the Millennium Declaration and the ten-year review of the Copenhagen World Summit for Social Development Programme of Action. Over the past 30 years, gender equality advocates have used such arenas of global stock-taking and future planning to gain momentum in awareness, commitment and action towards women's rights; 2005 offers yet another watershed opportunity.

2. With this in mind, the UNIFEM Consultative Committee (CC) requested, at its 44th Session in 2004, an "independent assessment of UNIFEM's current status, role and structure in the United Nations system." The purpose of the assessment is to assist the CC in considering different options for maximizing the Fund's ability to implement its mandate.

3. The CC is comprised of five Member States designated by the President of the General Assembly, with one member from each of the regional groupings, to serve for a period of three years. The CC advises the Administrator on all matters affecting the activities of the Fund, including the application of the criteria set forth by the General Assembly in respect of the use of the Fund (A/RES/39/125).

4. In calling for the assessment, the CC took into account that since its establishment the role of UNIFEM has been considerably expanded. The CC recognized the enlarged role envisioned for UNIFEM in the PFA, successive General Assembly resolutions, (such as the 2000 General Assembly Resolution (A/RES/54/136), which requested UNIFEM to continue its effort to mainstream a gender perspective in the United Nations operational activities and to support the resident coordinator system), as well as United Nations Development Programme (UNDP)/United Nations Population Fund (UNFPA) Executive Board decisions (see Annex 1). The CC also recognized the expanded role of UNIFEM in Security Council resolution 1325 and the United Nations Reform process, including the Millennium Development Goals (MDGs).

5. The CC appointed an Advisory Panel with diverse professional, geographic and institutional experience to oversee the assessment.

The Advisory Panel members are:

Dr. Nafis Sadik (Chair, Member of Secretary-General's High Level Panel; former Executive Director of UNFPA),
Mr. Roberto Bissio (Director of Social Watch and Director of Instituto del Tercer Mundo),
Professor Sir Richard Jolly (Joint Coordinator, United Nations History Project, former Special Adviser to the UNDP Administrator and for the Human Development Report, and former Deputy Executive Director of the United Nations Children's Fund (UNICEF),
H.E. Inonge Mbikusita-Lewanika (Ambassador of Zambia to the United States), and
Dr. Margaret Snyder (first Executive Director of UNIFEM).

6. Significant progress in creating political will for gender equality has been made in the past 30 years but, results have not met expectations.

7. UNIFEM, with a unique mandate and position in the multi-lateral system, is well-placed to make a difference. Yet it is hampered by a set of constraints that generally affect the work of entities and individuals

charged with technical support to gender equality, including: a) inadequate status; b) ambiguous authority; and c) insufficient resources.

8. To demonstrate this, the report contains three main sections:

- **Section 1** briefly maps the key contextual influences on UNIFEM's ability to fulfil its mandate and perform its expanded role.
- **Section 2** reviews the evolution of UNIFEM's role, structure and programme and the corresponding set of opportunities and challenges that have emerged, including UNIFEM's relationships with Member States, with United Nations organizations and with women's networks.
- **Section 3** makes the case for a stronger United Nations women's fund and proposes concrete directions and a timeline for achieving this. It highlights no-cost and low-cost changes that could make a difference in the short term, as well as a need for greater investments in the longer term.

Section 1 - Current Opportunities and Challenges for Achieving Gender Equality

9. This section presents three opportunities and related gaps that provide the context of UNIFEM's current efforts in support of gender equality.

> *A UNIFEM/UNDP scan in 2002 revealed that there were nearly 1,300 individuals with gender equality in their Terms of Reference in the UN and multi-lateral development banks. Of those. nearly 1,000 were Gender Focal Points (GFP). As demonstrated in a 2001 UNFPA study, the majority of GFPs are relatively junior, lack technical expertise and access to decision-makers. They are also generally responsible for gender as one many other areas of work.*

Opportunity: Global consensus on gen. equality. Challenge: Limitations in technical support

10. Thirty years ago, the current normative framework in support of gender equality could not have been imagined. The PFA, Security Council resolution 1325, the MDGs[1] and a host of regional conventions commit countries to a far-reaching agenda for change. At the national level, the 178 countries that have ratified the Conventional on the Elimination of All Forms of Discrimination Against Women (CEDAW) have an obligation to align laws and policies with women's rights obligations.

11. These normative and conceptual changes have generated concrete responses in policy and practice at the country level which have significantly increased demand for technical expertise. But, as numerous reviews – including the most recent Economic and Social Council (ECOSOC) Substantive Session of July 2004 – have demonstrated, implementation does not match commitment.

12. One factor is the lack of authority, status and resources invested in the institutions and individuals that are designated to build capacity and accountability for delivering on the normative changes. While this is also true at country level, this report refers specifically to the 'gender equality architecture' within the United Nations system.[2] A clear pattern emerges of marginalized mechanisms that are established but hamstrung from

[1] Although MDG 3 is the only specific goal on gender equality, the Millennium Declaration also resolved to promote gender equality and women's empowerment as effective ways to combat poverty, hunger and disease and to stimulate sustainable development (A/RES/55/2, p5.); and the Millennium Project concludes that none of the goals can be reached without attention to gender equality dimensions (Task Force 3, Interim Report on Gender Equality, February 2004).

[2] The UN gender equality architecture includes: the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the International Institute for Research and Training for the Advancement of Women (INSTRAW), UNIFEM, gender units in most UN entities, gender focal points, gender theme groups (at the country level. Not directly part of the architecture but also playing a role is the network of employment equity specialists that include gender balance and gender equity in the human resource management arena.

adequately fulfilling their roles. The situation of UNIFEM, as an institutional member of the architecture, in large part reflects this broader dilemma.

Opportunity: Simplification and harmonization. Challenge: A 'pay to play' approach

13. The development assistance community, including the development banks, is relying on a relatively new set of tools to enhance coordination, including MDGs, Poverty Reduction Strategy Papers (PRSPs), Common Country Assessment (CCA)/United Nations Development Assistance Frameworks (UNDAFs) and Consolidated Appeals Processes (CAPs). Introduction of these mechanisms, all with complementary processes at the country level, offers opportunities for concrete gains for gender equality.

14. However, these are labour-intensive consultative processes in which larger and better-resourced entities have the greatest influence. Most entities concerned with gender equality lack the human and financial resources to participate in a manner commensurate with the need for gender-related analysis. In addition, coordination mechanisms are generally propelled by a senior level executive committee, generally with no gender equality manager or representative with the required status to participate.

15. Numerous reviews have demonstrated that, overall, coordination processes give inadequate attention to gender equality (Zuckerman 2002, UNICEF n.d.; Mondesire 2002). These mechanisms have significantly increased system-wide demand for UNIFEM technical support, but the Fund is not funded or staffed to provide this kind of assistance to all United Nations Country Teams (UNCTs).

Opportunity: Wide-ranging endorsement of women's empowerment, women's human rights and gender mainstreaming as key strategies. Challenge: Conceptual confusion about how and where to apply these strategies

16. In the past 30 years work for gender equality has become professionalized as a concrete area of technical expertise in work on women's human rights, women's empowerment and gender mainstreaming. A growing body of academic and professional approaches has been developed.

17. Gender mainstreaming, while sound in its methodological basis, has too often been applied to render commitments to gender equality marginal or invisible. In many cases, gender mainstreaming is confused with gender balance (equal numbers of men and women). In other cases gender mainstreaming is invoked as the reason why programmes promoting gender equality need not receive funds or staff (i.e., they have been 'mainstreamed' so they do not need dedicated investments).

18. The experience of the United Nations system has demonstrated that gender mainstreaming works best when it is employed along with specific programmes to build women's agency and influence. However, with a focus on gender mainstreaming taking precedence, specific support to women's organizations and groups (i.e., empowerment) may be diminishing.

A mainstreaming analogy

> *We need to liken the need for gender equality expertise to the need for technical expertise in information technology. Twenty years ago, every department in our organization might have one computer for 20 people. When someone needed to use a computer, they would get up from their desk, go to the computer and do whatever task necessary. At that time, there would be one technical person for the whole organization that would attend to any computer glitches.*
>
> *Now, twenty years later, everyone has a computer on their desks. Computers have been 'mainstreamed.' Does that mean we no longer need the one or two technical people who were there*

before? Just the opposite! We now need technical departments with different types of expertise. We need those who can attend to immediate problems. And those who are doing the long-range, strategic thinking about the path technology will take and what kinds of skills and policies the organization will need to maximize their use. So, it should be for gender equality expertise. Paraphrased from Diana Rivington, Counselor, Permanent Mission of Canada to the United Nations, and UNIFEM CC Member, July 2004

Section 2 - Overview of UNIFEM's Current Situation

"It is clear to me that UNIFEM is the institutional parallel of the situation of women around the world. It is the perfect metaphor." H.R.H. Prince Zaid Ra'ad Zeid Al-Hussein, Ambassador Extraordinary and Plenipotentiary, Permanent Representative of the Hashemite Kingdom of Jordan to the United Nations, and UNIFEM CC Chair

2.1 UNIFEM's Mandate and Structure: 1976 to 1984

19. UNIFEM was first established as the United Nations Voluntary Fund for the Decade for Women (UNVFDW) in the United Nations Secretariat by the General Assembly in 1976, immediately following the First World Conference on Women in Mexico City (1975). It was initially set up for the duration of the United Nations Decade for Women, 1975-85.

"The activities of the VFDW shall be continued through establishment of a ***separate and identifiable entity in autonomous association*** *with UNDP, which will play an* ***innovative and catalytic role*** *in relation to the United Nations* ***over-all system of development co-operation.***" A/RES/39/125, Para. 1 ***(emphasis added)***

20. A/RES/39/125, *Future Arrangements for the Management of the VFDW* of 1984 (See Annex 1) re-established UNIFEM as a separate and identifiable entity in autonomous association with UNDP with a mandate to:

- Serve as a catalyst to ensure the appropriate involvement of women in mainstream development activities
- Support innovative and experimental activities benefiting women in line with national and regional priorities
- Support the overall United Nations system to enhance its performance on strengthening women's empowerment

Delegates looked to UNFPA's history as a model for UNIFEM: it was created as a Trust Fund in the United Nations, then associated with UNDP, and finally became a large-scale fund on its own. Transforming Development, Margaret Snyder. 1995. p.69

21. The Annex to the resolution stipulates that UNIFEM resources should be "a supplement to, and not a substitute for, the mandated responsibilities of other United Nations development cooperation organizations and agencies, including the United Nations Development Programme" (A/RES/39/125: Annex 1. Para. 9).

22. The Annex is also clear on the specific relationship with UNDP: *"The Administrator shall delegate the management of the fund and its administration, including responsibility for the mobilization of resources, to the Director, who shall have the authority to conduct all matters related to its mandate and shall be accountable directly to the Administrator."* This delegation covers all the functions of the Fund.

2.2 Expanded Role, Structure and Programme: 1984-Present

23. UNIFEM's role has expanded since 1984, partly through successive General Assembly resolutions and UNDP/UNFPA Executive Board Decisions that have broadened and deepened its original mandate, and also through Security Council resolution 1325 (2000) which has generated expanded demand from Member States and the United Nations system.[3]

> *"UNIFEM needs to have more visibility, be higher in the UN family, have more authority. It can play a more harmonizing role. If the mandate is given, resources must follow."* H.E. Mr. Ousmane Moutari, Ambassador Extraordinary and Plenipotentiary, Permanent Representative of the Niger to the United Nations, and UNIFEM CC Member

2.2.1 Evolution of UNIFEM's role

The Transition Period, 1984-96

24. UNIFEM moved, during this period, from an emphasis on direct support to women, mainly in rural areas and with a focus on productive activities and revolving loan funds, into the human development and human rights arenas, with a growing emphasis on policy and advocacy. It experienced an accelerating pace of change, partly due to the rapid succession of global conferences, especially the Beijing Conference, as well as in response to broader interests and activities of women's governmental and non-governmental organizations.

The Period of United Nations Reform, 1997-Present

25. The United Nations Reform process, the MDGs and Security Council resolution 1325, plus a series of Memoranda of Understanding (MoUs), involved UNIFEM in a wide range of advocacy, campaigning and coordination activities. UNIFEM strengthened its role as a bridge and convener, bringing together the United Nations system, government and non-governmental organizations while moving, with many development cooperation entities, increasingly upstream into the arena of policy dialogue and guidance.

> *The Beijing Platform for Action (1995) states that UNIFEM has the mandate to increase the options and opportunities for the economic and political empowerment of women, and that the PFA provides a framework for its workplan. It sees a major role for UNIFEM in fostering "a multilateral policy dialogue on women's empowerment," and notes that adequate resources are needed for it to carry out its functions.* Para. 335

26. In 1998 the UNDP/UNFPA Executive Board expanded UNIFEM's geographic coverage into the former Eastern Europe and Commonwealth of Indipendent States (CIS) (DP/98/2). In 2000 the General Assembly defined UNIFEM's contribution to the Secretary-General's Reform and CCA/UNDAF Processes and endorsed UNIFEM's work on the implementation of CEDAW "including by reinforcing the cooperation between Governments and civil society, especially women's organizations" (A/RES/54/136).[4]

27. In 2002 the General Assembly added to UNIFEM's areas of work: HIV/AIDS; strengthening mechanisms to increase accountability for gender equality, such as gender responsive budget analysis; and emphasis on working in Africa. In the same year the Executive Board of UNDP/UNFPA encouraged UNIFEM to work with United Nations Development Group (UNDG) to "ensure that the gender dimensions of all the international development goals" are incorporated into the MDGs and the operational activities of the United

[3] For further details see Annex 1: "Evolution of the UNIFEM Mandate (General Assembly and Executive Board Resolutions)."
[4] In 1996 CEDAW had stated, "UNIFEM has a unique opportunity to advance the human rights of women by being to CEDAW what UNICEF has been to the Convention on the Rights of the Child." Ivanka Corti, Chair of the CEDAW Committee 1993-1996.

Nations system. In 2002 and 2004, the Executive Board encouraged expanded partnerships and collaborative action between UNIFEM and UNDP.

2.2.2 Evolution of UNIFEM's structure and programme

28. UNIFEM's internal structure and programme have evolved in response to increasing demand from Member States, sister agencies and civil society for UNIFEM's technical leadership and advocacy.

Structure

29. UNIFEM has adopted a matrix structure and innovative and cost-effective mechanisms that allow it to enlarge its responsiveness and reach in programme countries. With better coordination, funding, and a range of partnerships, UNIFEM has evolved three different types of country presences.These are:

- **Fifteen sub-regional programme offices** coordinate UNIFEM's efforts in the sub-region. In some regions, they also oversee the following:
- **Project offices.** Currently there are seven headed by international staff and five headed by national staff. These offices open or close depending on availability of earmarked funds.
- **Placement of expert staff:** A designated UNIFEM 'focal point,' often a UNDP GFP or other United Nations staff who takes on UNIFEM focal point responsibility (in at least nine countries), and 'shared' staff (e.g., gender expert cost-shared with UNDP in Nicaragua or staff with the International Fund for Agricultural Development in South Asia and West Africa). From 1998-2001, UNIFEM collaborated with UNDP and UNFPA to experiment in placing 26 shared staff, including six Gender Advisers to the Resident Coordinator (RC) system.

> *UNIFEM, the global United Nations body charged with the promotion of women's rights and gender analysis within the United Nations system, should provide leadership ...in the implementation of gender mainstreaming in the CCA/UNDAF/PRSP. Adequate resources should be provided to enable UNIFEM to carry out this responsibility, and the joint programmes of the UNDAF and PRSP should collaborate with both resources and expertise to ensure the adequate implementation of the task.*
> Gender Perspective in CCA/UNDAF and PRSP Processes in West & Central Africa, a UNICEF assessment, n.d.

30. In 15 countries, UNIFEM chairs or co-chairs Gender Theme Groups to strengthen inter-agency collaboration and coordination.

31. UNIFEM has also relied on a broader range of partnerships to enhance its ability to support gender mainstreaming and leverage more funds for gender equality programming. Securing executing agency status for UNDP in 2000 was key. UNIFEM has also built more sustainable partnerships through MoUs with select United Nations partners (the United Nations Population Fund (UNFPA), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations High Commissioner for Refugees (UNHCR), the International Telecommunication Union (ITU), the International Organization for Migration (IOM), and IFAD) and maintained strong partnerships with the United Nations Regional Economic Commissions.

Programme

32. UNIFEM programming has responded to opportunities presented by its expanded role in three ways: **First,** since 1997, it has developed three- or four-year programme frameworks (now called MYFFs) that provide opportunities for Member States in the UNDP/UNFPA Executive Board to consider and endose the strategic entry points and key results that guide programming choices.

33. **Second,** it has been agile in incorporating thematic areas around which the whole United Nations system is organizing (e.g., HIV/AIDS, Peace & Security), in recruiting technical staff with relevant skills, and in supporting gender mainstreaming in these areas.

34. **Third,** UNIFEM has developed an increasing range of knowledge products (e.g., Women, War and Peace portal, Gender and AIDS portal and Progress of the World's Women) that associate it with provision of expertise and support in particular areas.

***Challenge**: To ensure adequate, cost-effective levels of country presence that will enable meaningful participation in policy dialogue, gradually increasing in strategically selected locations through innovative arrangements.*

2.3 Challenges: Ambiguity in Autonomy/Authority, Status and Resources

35. UNIFEM's expanded role has created many challenges, derived mainly from ambiguities in its relationship with UNDP, its status and its resource levels.

2.3.1 Autonomy/authority and the close association with UNDP

36. The term 'autonomous association' that describes UNIFEM's relationship with UNDP (A/RES/39/125) articulates the intention of the General Assembly to guarantee the Fund's identity, while at the same time encouraging it to benefit from the extensive network of resources and personnel of UNDP.

Oversight vs. service provision

37. The administrative dimensions of the UNDP/UNIFEM relationship were elaborated in Operational Guidelines crafted in 1987.[5] The document blurred the distinction between UNDP's oversight and service provision roles, and interpreted UNIFEM's autonomy from UNDP more narrowly than provided for in A/RES/39/125. In 2004, the two organizations revised the Operational Guidelines,[6] beginning a concentrated process of addressing previously identified bottlenecks.

UNIFEM's technical expertise and UNDP's internal responsibility for gender equality

38. UNIFEM's mandate clearly stipulates that its resources not be used to substitute for the mandated responsibilities of other development cooperation agencies, including UNDP. Nevertheless, to the extent that UNIFEM is seen by staff to be 'part' of UNDP, it is sometimes difficult to distinguish 'substitute' from'support,' especially at country level. This has resulted in UNDP staff requesting funding from UNIFEM to support gender expertise, and frustrations when UNIFEM is unable to respond.

39. UNIFEM hoped that signing an Executing Agency agreement with UNDP in 2000 would better clarify the ways in which UNDP could access UNIFEM's expertise. UNIFEM has executed about $5m of UNDP programming since 2000, but both organizations agree that the Executing Agency agreement has not been maximized.

40. During the past two years the UNDP/UNFPA Executive Board has urged UNIFEM and UNDP to make more strategic use of their special relationship to strengthen gender mainstreaming in UNDP.[7] UNIFEM and UNDP have worked over the past year to align their MYFFs and to better align UNIFEM's sub-regional presence with UNDP Regional Centres in a more strategic manner and in keeping with United Nations reform.

---

[5] *Guidelines on the Operational Relationship between UNIFEM and UNDP. 2003.*
[6] *Revised Guidelines on the Operational Relationship between UNIFEM and UNDP.* June 2004.
[7] DP/2002/20; DP/2003/8; DP/2003/26 and DP/2004/31.

Closer collaboration at the sub-regional level has the potential to enhance the quality and consistency of UNDP's work on gender equality and to provide opportunities to up-scale what has worked for UNIFEM.

The Administrator's oversight of the RC system and UNIFEM's expanded mandate within the United Nations reform process

41. There is greater scope to build on the respective comparative advantages of both organizations to support a stronger gender equality perspective in United Nations reform and inter-agency work.

42. The potential for more effective partnerships is particularly strong at the country level, where UNIFEM has the mandate to support the RC system (A/RES/54/136) and to promote gender mainstreaming in CCA/UNDAF processes (DP/2001/2), while UNDP has overall responsibility for the UNDG and the RC system.

43. The Administrator could work through UNDG to enable UNIFEM to offer its technical expertise and coordination capacities to enhance gender equality programming (building on the Office of the United Nations High Commissioner for Human Rights (OHCHR) model for coordinating United Nations planning on Action II of the Secretary General's Update on United Nations Reform). This could include: a) re-establishing the UNDG sub-group on gender equality with UNIFEM as taskforce coordinator, b) making gender theme groups mandatory and encouraging Resident Coordinators to make resources available for these (building on UNAIDS model), and c) developing common indicators to track UNCT progress on mainstreaming gender.

Challenge: *To clearly establish UNIFEM's autonomy while developing mutually beneficial collaboration at the programme level with UNDP and, through the Administrator, with the UNDG and the RC system.*

2.3.2 UNIFEM's status within the United Nations system

44. UNIFEM's status within the United Nations system has remained relatively static throughout the period under review. The grade level of its top management (D2) has not changed since 1989,[8] despite the significant increase in mandate and roughly four-fold increase in core budget and core staff. This means that UNIFEM does not have access to the very venues that it is meant to influence, including the Executive Committee on Peace and Security (ECPS), the Senior Management Team of UNDP and others, where a rank of Assistant Secretary-General is a prerequisite for participation.

45. Table 1 compares the current grade level of core staff in each of the agencies discussed in this report. Total of UNIFEM core staff is approximately half that of OHCHR, which has approximately the same core budget, and about one 20th that of UNFPA, the entity whose trajectory many Member States wanted UNIFEM to follow in 1984. UNIFEM core staff has grown from 27 to 47 since the onset of the United Nations Reform process in 1997. Like many other United Nations organizations, UNIFEM has bolstered its capacity and reach through appointing project staff and staff on limited duration contracts.

[8] The previous change (from P5 to D1) took place four years earlier in 1985.

Table 1: Total Core Posts by Category and Number of Country and Regional Offices

	UNIFEM	*UNDP*	*UNFPA*	*UNICEF*	*OHCHR*	*UNAIDS*
USG	0	1	1	1	1	1
ASG	0	9	2	3	1	1
D-2	1	57	9	29	1	4
D-1	2	154	37	66	3	12
P-5	8	193	94	277	12	85
P-4	11	121	64	306	27	65
P-3	6	73	10	175	28	5
P-2/P-1	0	9	1	100	15	2
Total International Core Staff	**28**	**617**	**218**	**957**	**88**	**175**
National Professional	0	617	225	263	*	41
General Staff	19	2,072	537	1,574	*	51
Grand Total Core Staff	**47**	**3,306**	**980**	**2,794**	**88**	**267**
Total Number of Country Offices	**0****	**136**	**112**	**126**	**6**	**0**
Total Number of Regional Offices	**15**	**9**	**9**	**7**	**8**	**0**

* Data not available.

** UNIFEM has national project offices in approximately 12 programme countries, but does not have country programmes as do other United Nations funds.

Sources: UNIFEM Executive Board Documents; UNDP: DP/FPA/2003/28 and DP/2003/32; UNFPA: DP/FPA/2003/11; UNICEF: E/ICEF/2003/AB/L.14; OHCHR: E/CN.4/2004/100 (2003 figures).

46. A further means for UNIFEM to enhance its status is to expand the numbers of Member States on its Consultative Committee in order to build understanding and support for UNIFEM's work. This would require action by the General Assembly. An interim means of expanding the Committee would be to appoint an Alternate Member from each region. Consideration could also be given to having a rotation of membership that is staggered so that not all countries leave the Committee at the same time.

Challenge: *Position UNIFEM so that it can contribute to high-level decision-making processes, especially in connection with the United Nations Reform process and the MDGs.*

2.3.3 Evolution of UNIFEM's resources

47. As indicated in Figure 2, UNIFEM's total revenue has grown from about $5m in 1983 to about $36m in 2003, while its core resources in 2003 totaled $22m. Annex 2 also shows UNIFEM's resource growth by country.

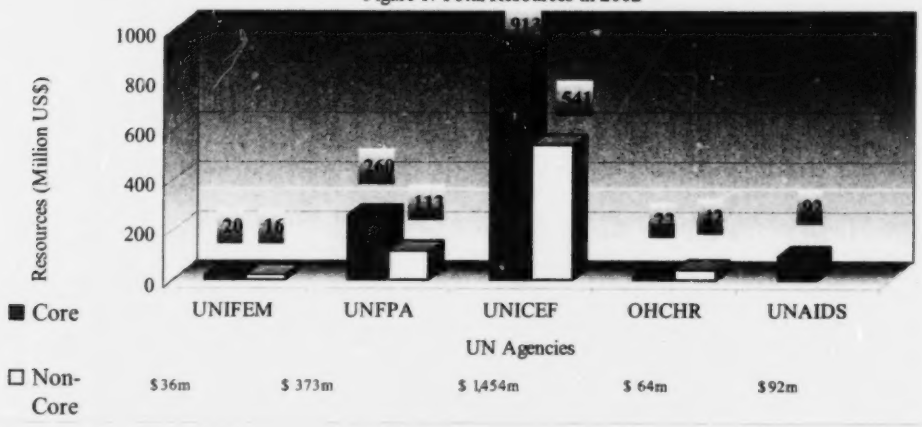
48. Limitations in resource growth influence all other aspects of UNIFEM's work discussed in this report. To ensure reach and responsiveness to demands, to ensure that UNIFEM has the status needed to participate in high-level venues to advocate on behalf of gender equality, to enable UNIFEM to participate on an equal basis with other programmes and funds in inter-agency coordination, increased resources are essential.

49. The Advisory Panel also recognizes that resources can come from many different sources. Bi-lateral donors could increase their investments in gender equality and UNIFEM's capacity to strengthen United Nations work in this area. Following the UNAIDS model, an expanded resource base could also be achieved through enhancing support to gender equality programming with other United Nations organizations committing increased funds for which UNIFEM provides coordination and technical assistance services. Other innovative sources of financing could also be explored.

***Challenge**: Fully fund UNIFEM's MYFF 2004 – 2007 and ensure resource growth that is commensurate with its responsibilities and opportunities.*

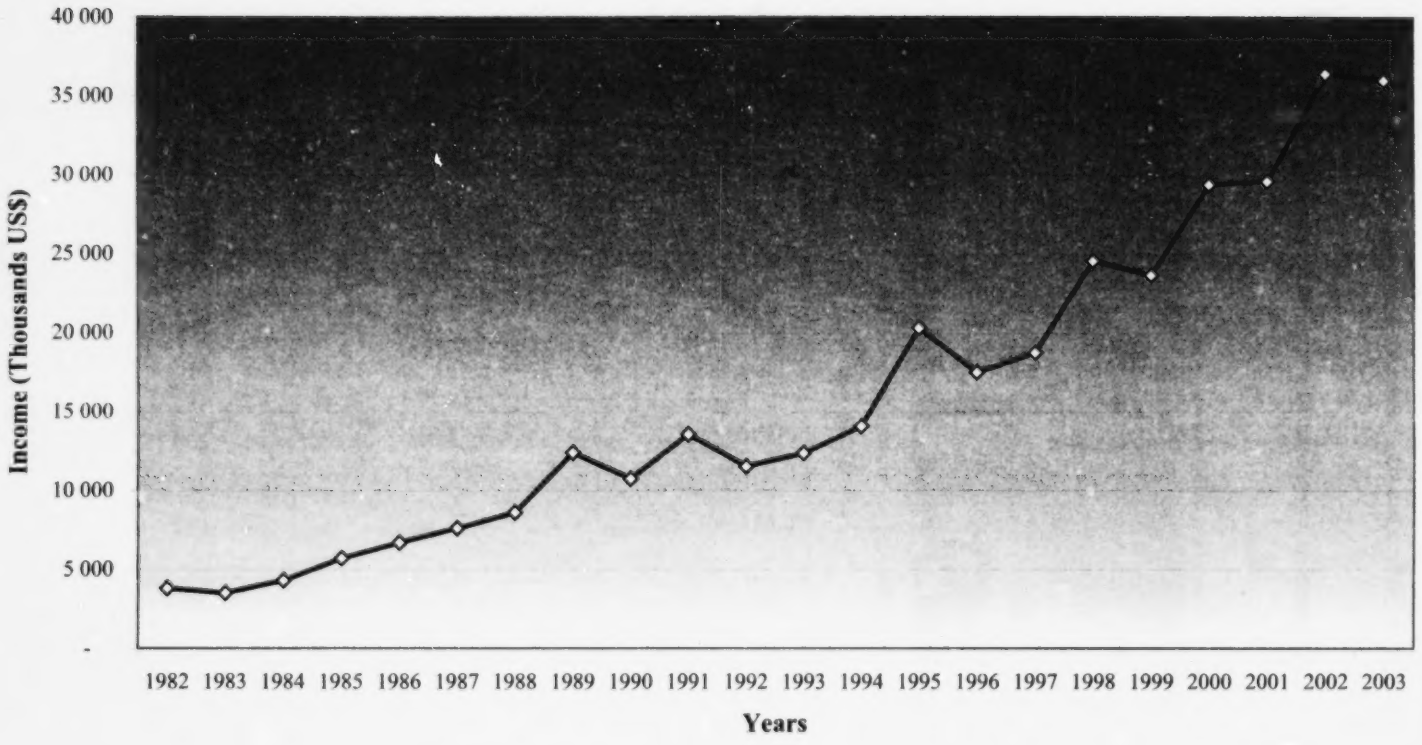
50. Figure 1 shows UNIFEM's resources in comparison to those of selected other United Nations organizations in 2002.

Figure 1: Total Resources in 2002



Source: Annual Reports for 2002.

Figure 2: UNIFEM's Total Resource Growth



Source: Annual Report; Actual/Budget Resources Flow (1989-2003); Consultative Committee Paper (UNIFEM/CC22/7.b.i)(1982-1988) and Financial Report and Audited Statements.
Note: The increase in 1995 resource level was due to a one-time contribution by the Government of the Netherlands to address the financial deficit at that time.

2.4 Further Challenges: Ambiguity in the Relationship with the Gender Equality Architecture and with Key Constituencies

2.4.1 Relationship with the United Nations gender equality architecture

51. While all the entities within the gender equality architecture have their own functions in the promotion of women's rights and gender equality, the complementarities among these functions are not always clear, and improvement of the working relationships among them is needed.

> *"There should be less competition over the small issues of turf, and more collaborative contribution to the vast terrain of women's rights and gender equality."* United Nation staff member

52. In contrast to UNFPA or UNICEF, which have clear and recognized leadership roles within the major intergovernmental and normative processes related to their work (e.g., UNFPA and ICPD or UNICEF and CRC), UNIFEM has no 'official' responsibilities related to the Beijing process, the Commission on the Status of Women or CEDAW. This is confusing for Member States, United Nations and civil society partners and donors, which expect UNIFEM to have unique influence in these processes.

53. The entities within the gender equality architecture face three additional sets of conditions which tend to complicate their relationship further:

- Resources and authority of gender equality entities are so scant that lost opportunities take a large toll on countries and communities that should be served.
- Gender mainstreaming, by creating a vision of gender equality as everybody's business with little increase in technical support or training, has created widespread confusion about the need for and value of technical expertise.
- Although some 1,300 individuals include gender equality in their terms of reference, according to a 2002 UNIFEM/UNDP scan, nearly 1,000 of these are Gender Focal Points, the majority of whom a 2001 UNFPA study found to be relatively junior, with little technical expertise, and who deal with gender as one element of a huge portfolio. Their appointment creates an impression that there is a sizeable network, but it is a weak one.

54. The Advisory Panel notes that structural fragmentation without clearly defined roles tends to reinforce the limitations of the collective status of gender equality entities within the United Nations system. The Advisory Panel urges the Consultative Committee to play a key role in facilitating resolution of this issue. This could take the form of review of the gender equality architecture of the United Nations system to better define tasks and responsibilities.

Challenge: *Contribute constructively to a more unified, coordinated, complementary and collaborative gender equality architecture in the United Nations system.*

2.4.2 Relationship with key constituencies

55. UNIFEM has three main constituencies, namely: a) Member States, including programme countries and donor countries; b) Women's organizations and networks; and c) United Nations entities. United Nations entities have been discussed above. This section discusses Member States and women's organizations.

Relationship with Member States

56. UNIFEM's mandate clearly states that its programme is developed in line with national and regional priorities. Member State commitments to the Beijing Platform for Action, ratification of CEDAW, and regional

and national plans of action for gender equality are the primary parameters that guide UNIFEM programming directions.

57. As discussed throughout this report, UNIFEM's ability to provide technical support and expertise to programme countries is limited by virtue of its resources and modest field network. UNIFEM's ability to respond to programme countries' requests for its advice depends on limited staff and, often, on the availability of cost-sharing funds for specific projects.

58. The Advisory Panel recommends that UNIFEM's visibility in the inter-governmental arena needs to be enhanced through more regular interaction in numerous fora. Its Consultative Committee, the UNDP/UNFPA Executive Board, and various General Assembly committees are the logical entry points to achieving greater visibility for and commitments to UNIFEM's work.

> *UNIFEM is unique in its emphasis on women. It has been absolutely critical in giving women's issues credibility in policy dialogue at the local level because it works from global frameworks, and has a lot of standing. No other UN agency can do this with so much authority.* H.E. Inonge Mbikusita-Lewanika, Ambassador of Zambia to the United States

Relationship with women's networks

59. Member States have called on United Nations entities to move toward upstream policy dialogue and away from projects. UNIFEM has maintained connections with civil society as part of its policy influence role, in a context of evolving thinking on United Nations/civil society relationships and despite limitations of resources and presence.

60. UNIFEM's work demonstrates that gender mainstreaming, as a strategy for achieving gender equality, is enhanced through strong interaction with women's networks and women's rights advocates, at country, regional and global levels. Once gender analysis takes place, and policies have been revised to incorporate gender concerns, it is often women's networks and movements that take on the role of monitoring, providing technical assistance, and ensuring ongoing advocacy for implementation and accountability. UNIFEM's ability to bring together women's networks with government and United Nations partners enhances this process.

61. Given UNIFEM's shrinking ability to provide direct support to women's organizations, discussions for this assessment have suggested a more structured mechanism for incorporating the work and perspectives of women's networks systematically into UNIFEM strategic planning. This follows on similar efforts by other United Nations organizations as discussed in the next chapter.

Challenge : *To ensure UN responsiveness to the perspectives of women and women's networks at global, regional and country levels, by maximizing their inputs into UNIFEM strategies and programming directions.*

Section 3 - Options for Addressing Challenges

3.1 Alternative Models

62. Section 2 identified six specific challenges that UNIFEM faces:

- **Structure**: Achieving adequate, cost-effective levels of country presence and/or capacity to give timely advice that will enable meaningful participation in policy dialogue and coordination, gradually increasing in strategically selected locations through innovative arrangements.

- **Autonomy:** Establishing UNIFEM's autonomy while strengthening and clarifying mutually beneficial collaboration at the programme level with UNDP and, through the Administrator, with the UNDG and RC system.
- **Status:** Positioning UNIFEM to contribute to high-level decision-making processes, especially in connection with the United Nations Reform process and the MDGs.
- **Resources:** Fully funding UNIFEM's MYFF 2004-2007 and ensuring resource growth that is commensurate with its responsibilities and opportunities.
- **Gender equality architecture**: Contributing constructively to a more unified, coordinated, complementary and collaborative gender equality architecture in the United Nations system.
- **Key constituencies:** Ensuring responsiveness to programme countries and the perspectives of women and women's networks at global, regional and country levels by strengthening UNIFEM's bridging and convening role.

If the UN cannot deliver on gender, in spite of the unanimity of verbal support, how can the public expect it to deliver on a human rights, development, people-centred agenda at all? Women have been strong supporters of the UN overall, and it is about time for the UN to reciprocate. Roberto Bissio, Director, Instituto del Tercer Mundo, Uruguay

63. In considering how to address these challenges, the Advisory Panel explored a number of alternative models within the United Nations system, including:

- **OHCHR,** because of its mandate to mainstream (a human rights approach) in the context of the United Nations Reform process.
- **UNAIDS,** because of its strong focus on furthering action on an urgent area through coordinated inter-agency partnerships and collaboration.
- **UNICEF,** because it champions the interests of a specific population (children) and because of its strong policy and operational role at regional and country levels.
- **UNFPA,** because of its origin as an associate fund of UNDP and development into an autonomous fund.

64. The review of these alternative models demonstrated the following:

- The UNFPA experience shows that a trajectory towards greater autonomy while at the same time retaining a strong relationship with UNDP is feasible.
- The status of OHCHR and the UNAIDS joint venture structure, (the latter with mandatory theme groups at the country level) demonstrate innovative arrangements for achieving greater authority and expanding in-country presence through concentrated work in the Resident Coordinator system.
- All agencies studied show that the existence of a visible and well positioned entity is a requirement for leading a United Nations coordinated approach on a particular issue.
- Each agency has its own model of active engagement with Civil Society Organizations.

3.2 Proposals for a Stronger UNIFEM

65. The Advisory Panel proposes a two-pronged approach to strengthening UNIFEM. First, that Member States address the challenges confronting the Fund by enabling it to gradually follow a trajectory similar to that taken by UNFPA, modified in accordance with the United Nations Reform process.

66. Second, that a number of short and medium term actions be taken to better position UNIFEM to fulfil its current mandate. These steps, listed in Table 2 below, are intended as preliminary suggestions, to be fleshed out by the CC. The ultimate aim of all actions proposed is to strengthen effectiveness where it matters most, at

the country level. The short-term proposals can be launched during the ten-year review of the Beijing Platform for Action (in March 2005), taking advantage of this momentum to mobilize broadbased support for a stronger UNIFEM.

67. Of the steps proposed, the Advisory Panel would highlight two that the CC can raise with the UNDP Administrator for immediate action:

- address the deficit in UNIFEM's status by raising the Executive Director post to Assistant Secretary-General so that the Fund can provide sustained gender equality expertise and leadership in the very decision-making venues its mandate asks it to influence;
- through the UNDG, allocate clear coordination and technical leadership responsibilities to UNIFEM for supporting gender equality in field-level operations—including with regard to CCA/UNDAFs, MDGs and PRSPs – with adequate resources to assume these responsibilities. This would also include expanding UNIFEM's field presence through innovative and cost-effective arrangements with UNDP and other United Nations organizations.

68. In addition to these, Advisory Panel members propose that it is important for the CC to ensure that Member States also focus on:

- ensuring that Member States fully fund UNIFEM's MYFF 2004-2007;
- ensuring administrative autonomy, while strengthening the programmatic link with UNDP, as well as with other United Nations organizations;
- bringing greater clarity to UNIFEM's areas of comparative advantage vis a vis the United Nations gender equality architecture in both the normative and the operational sides;
- devising advisory or other structures that provide women's networks with more systematic ways of feeding their perspectives into UNIFEM planning.

Longer term actions

69. In the longer term increased resources for gender equality entities will ensure that technical leadership, accountability mechanisms, and monitoring are more accessible within the United Nations and to Member States in line with their commitments. A gender champion that can participate on an equal basis amongst the programmes and funds of the United Nations could benefit from support of least $100 million by 2015 and in accordance with what emerges from reviews of progress in implementing the PFA.

70. The relationships among OSAGI, DAW, UNIFEM, INSTRAW and gender units must be harmonized on the basis of their respective areas of comparative advantage, in the context of growing clarity on the tasks involved in gender mainstreaming. A strong and unified women's rights and gender equality architecture with sizeable country level programmes is an important step towards realizing this vision.

71. It will be important to assess periodically how far the proposals suggested in this report continue to be the most adequate ones for continuing needs. UNIFEM, along with other entities dealing with gender equality, should advocate for and disseminate this type of assessment on a regular basis.

Table 2: Short-term and Medium-term Actions to Strengthen UNIFEM to Fulfil its Mandate

Challenges	Short-term Actions[9] – to 2007	Medium-term Actions[10] – 2007-2010
Challenge 1 Structure	**Low Cost** • Work with UNDP to maximize the full potential of the partnership – while preserving UNIFEM autonomy – through strategic collaboration amongst their regional offices (e.g., UNDP Regional Centres and UNIFEM sub-regional programme offices). • Build upon the Revised Guidelines of 2004 to further clarify the extent of delegation of authority.	**Low Cost** • Member States and sister United Nations organizations to enable UNIFEM to develop innovative representational arrangements in more countries, including through seconded staff, project offices, and other means.
Challenge 2 Autonomy / Authority	**Low Cost** • Work with UNDP to lower transaction costs, enhance flexibility and ensure Administrator's accountability. Establish a UNDP-UNIFEM Oversight Committee and UNIFEM Contracts and Appointments and Promotions Committees. • Agree on mechanism for national and regional accreditation of UNIFEM RPDs based on Standard Basic Cooperation Agreement. **(Status, Structure)** • UNDP to remains responsible for its own mandate and accountability for gender equality, with UNIFEM as its first port-of-call for expert assistance on a reimbursable basis and project execution as appropriate. **(Resources, Structure)** **Low-cost** • UNIFEM to mobilize within the intergovernmental process a broad base of support for a strong United Nations women's fund during Beijing +10 meetings (March 2005). • UNIFEM to undertake a select set of activities that position it as a leading United Nations knowledge provider and coordinator related to innovation toward gender equality at the operational level: e.g., convene an annual Gender Equality Innovation Institute for Resident Coordinators; publish bi-annual review of progress of United Nations organizations in responding to gender equality commitments at the operational level, etc. • Administrator to work through UNDG to enable UNIFEM to offer its technical expertise and coordination capacities to enhance gender	**No Cost** • Consider a UNDP/UNFPA/UNIFEM Executive Board to ensure work and partnerships on gender equality in operational activities receives full and due consideration by Member States.

[9] *Some short-term actions are cross referenced to more than one challenge, indicated in bold.*
[10] *Some medium-term actions are cross referenced to more than one challenge, indicated in bold.*

Challenges	Short-term Actions[9] – to 2007	Medium-term Actions[10] – 2007-2010
	equality programming (building on OHCHR model for Action 2). This could include re-establishing UNDG sub-group on gender equality with UNIFEM as taskforce coordinator, making gender theme groups mandatory and encouraging Resident Coordinators to make rescurces available for these (building on UNAIDS model), developing common indicators to track UNCT progress on mainstreaming gender, and other measures.	
Challenge 3 Status	**No Cost** • Ensure UNIFEM participation in high level coordination mechanisms. **Low Cost** • Establish post of UNIFEM Executive Director at Assistant Secretary-General level • Ensure UNIFEM participates as official co-sponsor in UNAIDS • Each CC member to have 'alternate' and introduce a model of staggered membership.	• UNIFEM to gain seat on ExComm of UNDG, minimally as observer to provide consistent gender equality expertise • UNIFEM to minimally be observer at ECPS
Challenge 4 Resources	**No Cost** • Leverage additional resources by vigorously promoting joint programming between UNDP regional centres and UNIFEM regional programme offices as well as partnerships with other United Nations organizations. • UNIFEM to execute UNDP's gender equality programming in areas of comparative advantage. • United Nations sister agencies rely on and reimburse UNIFEM for technical expertise and project execution services to supplement their own resources. **Low Cost** • Member States to fully fund UNIFEM MYFF to 2007. • UNDP to allocate an agreed-upon sum annually (based on joint program planning and budgeting) to contract UNIFEM to expand scope and quality of gender equality programming in Country Offices and in UNCTs.	**Low Cost** • Member States to expand UNIFEM Funds in a deliberate manner, commensurate with the mandate assigned.

Challenges	Short-term Actions[9] – to 2007	Medium-term Actions[10] – 2007-2010
Challenge 5 United Nations Gender Equality Architecture	**No cost** • CC to facilitate better understanding of UNIFEM and DAW comparative advantage to ensure that both can bring their experiences to inter-governmental processes and to the field in the most effective way possible. **Low cost** • Allocate technical leadership role to UNIFEM to provide cross-cutting support to gender equality and women's empowerment initiatives at country level (as enhancement to, NOT replacement for each United Nations organization's commitment), with adequate resources to support this role.	**No cost / Low cost** • Undertake a high level review of the gender equality architecture and its collective contribution to 21st century goals, with a view to clarifying roles, resolving tensions and enhancing collective impact.
Challenge 6 Women's Movements	**Low Cost** • Formalize participation of women's networks and NGOs in advising UNIFEM at global, regional and local levels.	

Annex 1: Evolution of UNIFEM Mandate (General Assembly and Executive Board Resolutions)

Resolution	Text	Significance
A/RES/31/133 **1976**	The resources of the Fund should be utilized to supplement activities in the following areas designed to implement the Goals of (First Conference), priority being given to the related programmes and projects of the least developed, land-locked and island countries among developing countries, with 6 criteria. i. Technical cooperation ii. Development and/or strengthening of regional programmes iii. Development and implementation of joint inter-organizational programmes iv. Research, data collection and analysis relevant to i, ii and iii v. Communication support and public information activities vi. Rural women, poor women in urban areas and other marginal groups of women	• Founding resolution • Clear designation of country focus, especially in land-locked, island and LDCs • Clear emphasis on technical cooperation, regional focus
A/RES/39/125 **1984**	The resources of the Fund shall be used mainly within two priority areas: first, to serve as a catalyst, with the goal of ensuring the appropriate involvement of women in mainstream development activities, as often as possible at the pre-investment stages; secondly, to support innovative and experimental activities benefiting women in line with national and regional priorities.	• Catalyst • Innovative and experimental • Ensuring the appropriate involvement of women in mainstream development activities
A/RES/43/102 **1988**	Stresses the importance of the continuous strengthening of the technical and financial capacities of the Fund to enable it to preserve and augment its flexible approaches to supporting activities at the national, regional and global levels, including those of the regional commissions and of the Division for the Advancement of Women of the Centre for Social Development and Humanitarian Affairs of the Secretariat;	• Support the activities of regional commissions and DAW
A/RES/44/74 **1989**	Recognizing the mainstream initiatives of the Fund to assist national machineries on women, ministries concerned with planning and other relevant ministries to integrate the concerns of women and to ensure their involvement in development programmes at all levels	• Support to national machineries
A/RES/45/128 **1990**	Emphasizing the position of the Fund as a specialized resource base for development co-operation serving as a bridge between the needs and aspirations of women and the resources, programmes and policies for their economic development. Encourages the Fund in its efforts to document and share its experiences in the context of increasing emphasis on the human development dimension in technical co-operation;	• A 'bridge' between the 'needs and aspirations' of women and the resources programmes and policies for their economic development • Human development dimension

Resolution	Text	Significance
A/RES/46/97 **1991**	Endorses the role of the Fund in promoting the strategic importance of the economic empowerment of women in the preparations for the Fourth World Conference on Women, to be held in 1995;	• Economic empowerment of women
A/RES/48/107 **1993**	Also encourages the Fund to continue its support of initiatives regarding women in politics, especially within the democratization process in developing countries; Welcomes the advocacy initiatives of the Fund, including its contribution to and participation in the follow-up to Agenda 21, adopted by the United Nations Conference on Environment and Development, and of the Vienna Declaration and Programme of Action, adopted by the World Conference on Human Rights, in particular with respect to efforts to combat violence against women; Also welcomes the appointment of an adviser from the United Nations Development Fund for Women to the Department of Humanitarian Affairs of the Secretariat; Commends the Fund for its recent signing of a memorandum of understanding with the Office of the United Nations High Commissioner for Refugees, which should contribute to the development of meaningful and lasting solutions to the problem of refugee women and children; Endorses the role of the Fund in promoting the strategic importance of the empowerment of women;	• Recognitions of advocacy role in World Conferences • Highlights two additional areas if work—women in politics and Violence Against Women • Welcomes MOU with UNHCR and placement of Adviser in DHA
A/RES/50/166 **1995**	Requests the Administrator of the United Nations Development Programme, to consider the possibility of establishing a trust fund… to eliminate violence against women.	Established Trust Fund on VAW in UNIFEM
DP/98/2 **1998**	Takes further note of the recent finding that the United Nations Development Fund for Women may work in Eastern Europe (and CIS)… And requests the fund to take into account the findings in its business plan and strategy…	Mandate to work Eastern Europe and CIS
A/RES/54/136 **2000**	Welcoming the contributions the fund has made in supporting (various entities) to formulate and implement activities that promote gender equality and the empowerment of women, concentrating on three thematic areas: strengthening women's economic capacity, engendering governance and leadership and promoting women's human rights and the elimination of all forms of violence against women. Encourages the Fund to continue to assist Governments in implementing the Convention on the Elimination of All Forms of Discrimination against Women in order to advance gender equality at all levels, including by reinforcing the cooperation between Governments and civil society, especially women's organizations;	Activities that promote gender equality and the empowerment of women. First time GE is used in definition of mandate. • Endorses UNIFEM's 3 Thematic Areas • Endorses work on the operationalization of CEDAW • Endorses UNIFEM activity in mainstreaming a gender perspective in through

Resolution	Text	Significance
	Requests the Fund, in conjunction with other relevant United Nations agencies, to continue the activities that it is undertaking to raise awareness about and strengthen the capacities of women in situations of armed conflict and to contribute to promoting the integration of a gender perspective into all peace building activities, including through support to the full and equal participation of women at all levels, in all forums; Also requests the Fund to continue its efforts to mainstream a gender perspective in United Nations operational activities, in particular through its … its convening of United Nations inter-agency thematic groups on gender to support the resident coordinator system;	convening inter-agency thematic groups in RC system • Endorses UNIFEM's activities in Peace building NOTE Resolution S/1325 on Women's Gender dimensions of security issues also passed in 2000
DP/2001/2 **2001**	Also reaffirms the role of UNIFEM in promoting gender- mainstreaming throughout operational activities for development of the United Nations system, in the context of the RC system and in particular within the CCA/UNDAF processes	• Mandate to promote mainstreaming in the CCA/UNDAF
A/RES/56/130 **2002**	Encourages the Fund to continue to contribute to ensuring that a gender perspective is integrated into a comprehensive approach to (HIV/AIDS) at all levels of the three thematic areas of the Fund, in particular in the follow-up to the special session of the General Assembly on HIV/AIDS, building on its partnerships within the United Nations system, in particular with the Joint United Nations Programme on HIV/AIDS; Also encourages the Fund to support the development or strengthening of mechanisms to increase accountability for gender equality, at the request of countries, including by building the capacity of Governments to undertake gender responsive budget analysis; Welcomes the role of the Fund in promoting the strategic importance of the empowerment of women in all of the regions in which it operates, and notes with appreciation the enhanced programme activities of the Fund in the African region;	• HIV/AIDS • Gender budgeting for increased accountability • Renewed emphases on working in Africa
DP/2002/20 **2002**	Recognizes the continuing progress made by UNIFEM in becoming the centre of excellence within the United Nations development system for promoting women's empowerment and gender equality, in line with its mandate as contained in 39/125, and in this regard urges greater representation of UNIFEM in intergovernmental forums. Particularly encourages UNIFEM to work closely with the UNDG and the UNDP to ensure that the gender dimensions of all the international development goals, including those contained in the Millennium Declaration, are recognized and incorporated into the operational activities of the United Nations system. Recalls the annual report of the Administration for 2001, including the results-	• Urges greater UNIFEM representation in intergovernmental forums. • UINFEM to ensure gender dimensions of all MDGs are incorporated into operational activities of United Nations system. • UNIFEM to include in its own Strategy and Business Plan a

Resolution	Text	Significance
	oriented annual report, and with reference to its decision 2002/8 requests that UNIFEM include in its strategy and Business Plan 2004-2007 a strategy to help to address the shortcomings in gender mainstreaming contained therein Notes with appreciation the increased collaboration between UNIFEM and UNDP and encourages the two organizations to strengthen this relationship in supporting the resident coordinator system, particularly through greater use of the expertise of UNIFEM in areas of its comparative advantage.	strategy to address UNDPP shortcomings in gender mainstreaming • UNIFEM and UNDP to collaborate in supporting the RC system

Annex 2: UNIFEM 's Resource Growth by Country, 1990-2003 (thousands US$)

Country	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Andorra										5	20	11	12	15	63
Angola				1											1
Antigua and Barbuda			1	1		1									2
*Australia**	*232*	*484*		*222*	*239*	*244*	*250*	*273*	*226*	*215*	*234*	*202*	*195*	*214*	*3,231*
Austria	*22*	*22*	*20*	*21*	*60*	*64*	*64*	*52*	*60*	*50*	*62*		*120*	*71*	*689*
Bahamas				1											1
Bangladesh					2	1	1			4		1	1		10
Barbados	1	1	1		1	1	1	1	1	1	1	1		1	12
Belgium	*242*	*111*		*350*		*568*	*392*	*423*	*434*		*364*				*2,884*
Brazil				5		90		25			50				170
Burkina Faso									3		7				10
Cameroon											5				5
Canada	*1,154*	*1,316*	*1,261*	*1,172*	*1,095*	*1,090*	*947*	*906*	*874*	*839*	*844*	*796*	*776*	*850*	*13,918*
Chile											10				10
China	30	30	30	30	30	30	30	30	30	30	30	30	30	30	420
Colombia	2														2
Costa Rica														3	
Cyprus								*2*			*1*	*2*	*2*	*6*	*13*
Czech Republic												13	16	19	48
Denmark	*185*	*196*	*244*	*309*	*324*	*363*	*421*	*447*	*462*	*410*	*347*	*599*	*661*	*769*	*5,737*
Egypt			2				2								4
Finland	*1,252*	*1,404*	*1,103*	*103*	*103*	*105*	*326*	*384*	*369*	*352*	*472*	*459*	*497*	*595*	*7,526*
France	*58*		*227*	*120*	*149*		*200*				*72*			*118*	*943*
Former German Democratic Rep.	65														65
Germany	*678*	*721*	*784*	*802*	*809*	*1,133*	*1,065*	*925*	*909*	*864*	*753*	*738*	*757*	*916*	*11,854*
Ghana							5	5		10					20
Greece	*4*	*4*	*4*	*4*	*4*	*4*	*4*	*4*	*4*		*7*	*4*	*8*	*8*	*59*
Guinea	6														6
Guyana	0		1	1	1	1	8	1			2				15
Honduras		1	1	1	1	1	0	1							5
Iceland	*16*		*40*	*21*		*16*		*68*	*15*	*15*				*30*	*221*
India	20	15	5	38		16	15	17			12	11	11		160

Country	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Indonesia	5	5	5	5	10		5		5						40
Ireland	*14*	*14*	*17*	*22*	*68*	*142*	*157*	*156*	*162*	*153*	*183*	*446*	*540*	*627*	*2,701*
Italy	*245*	*357*		*482*	*191*	*185*		*485*	*240*	*2,701*	*2,935*	*2,655*	*2,737*	*2,347*	*15,560*
Israel													10		10
Japan	*438*	*538*	*600*	*700*		*1,700*	*1,500*		*1,440*	*1,416*	*1,416*	*1,416*	*1,018*	*814*	*12,996*
Kenya							2								2
Lao People's Democratic Rep.	2		2			2	2								6
Lebanon							5	3							8
Lesotho			5	1	1	1	1	1	0		1				10
Liechtenstein			4		6	7	7	6	5	6	6	6		12	64
Luxembourg			*30*	*30*	*63*	*128*	*263*	*287*	*368*	*426*	*418*	*424*	*559*	*640*	*3,636*
Malaysia		2									10	5	5	5	27
Maldives		2	1	2	2	2	2	2	2	2	2	2	2	2	22
Malta											1				1
Marshall Islands							1								1
Mauritius		0	0	0	0	0	0	0	0						1
Mexico	0	5	5	5	5	10	10	10	10	10	10	10	9	-	99
Morocco										2	2		2		6
Mozambique											1				1
Namibia								1							1
Nepal										-		2			2
Netherlands	*798*	*2,043*	*2,222*	*2,648*	*2,805*	*5,180*	*2,941*	*3,670*	*3,168*	*3,311*	*3,074*	*3,247*	*3,315*	*3,180*	*41,602*
New Zealand	*31*	*29*	*27*	*27*	*42*	*48*	*133*	*138*	*175*	*158*	*148*	*175*	*166*	*219*	*1,516*
Nigeria		2													2
Norway	*1,233*	*1,379*	*1,500*	*1,310*	*1,211*	*1,355*	*1,424*	*1,393*	*2,016*	*2,059*	*1,954*	*2,022*	*2,018*	*2,579*	*23,453*
Pakistan		11	5	2	6	4	3	3	3	2	2				40
Paraguay					8	4				3					15
Philippines	16	0	1		1	5	5		8	6				5	47
Poland								*1*	*5*						*6*
Portugal							20			20					40
Qatar			3												3
Republic of Korea	2		2	10	9	18	20	25	18	15	15		15	25	174
Samoa							1	1	2				1	1	6

Country	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Senegal									17						17
Seychelles				0											0
Singapore							10	20	40	40	40	40	40	40	270
South Africa									20		16	13	4	12	65
Spain		*58*	*64*	*52*	*46*	*54*	*60*	*52*	*48*		*106*	*128*	*56*	*68*	*792*
Former St. Kitts, Nevis and Anguilla						1									1
Suriname			1												1
Sweden	*619*	*643*	*578*		*1,038*		*1,186*	*662*	*628*	*1,345*	*1,030*	*1,311*	*1,578*	*1,737*	*12,354*
Switzerland				*210*	*280*	*1,219*	*388*	*483*	*522*	*455*	*485*	*449*	*479*	*692*	*5,662*
Thailand	6		3	3	3	3	3	3	2	3	10	8	9	10	66
Togo		1													1
Trinidad and Tobago			1		1										2
Tunisia												3			3
Turkey	5		5		10		18	10	13	15	15		5	5	100
Uganda						1						1			2.00
United Kingdom		*169*	*284*	*224*	*233*	*238*	*231*	*250*	*838*	*794*	*3,843*	*3,562*	*4,451*	*4,746*	*19,861*
United States of America	*691*	*984*	*787*	*1,010*	*980*	*975*	*981*	*950*	*850*	*1,093*	*50*	*1,898*	*1,023*	*1,017*	*13,289*
Yemen	2		3				5	3				3	3	3	22
Yugoslavia		12													12
Zaire		2													2
Zimbabwe						2	2								4
Total	8,072	10,562	9,875	9,943	9,833	15,011	13,114	12,177	13,992	16,830	19,066	20,693	21,131	22,431	202,728
Total Donor Countries	*7,895*	*10,472*	*9,791*	*9,839*	*9,738*	*14,811*	*12,931*	*12,012*	*13,814*	*16,656*	*18,798*	*20,533*	*20,956*	*22,243*	*200,489*
Total Prog. Countries	177	90	84	104	95	200	183	166	178	174	268	160	175	188	2,242

Sources: 1996 UNIFEM External Evaluation and UNIFEM Annual Reports. *Donor Countries are in italics.

United Nations E/2005/11

Economic and Social Council

Distr.: General
14 February 2005

Original: English

Organizational session 2005
New York, 1-4 February and 27 and 28 April 2005
Agenda item 2
Adoption of the agenda and other organizational matters

Letter dated 4 February 2005 from the Permanent Representative of South Africa to the United Nations addressed to the President of the Economic and Social Council

I am pleased to transmit to you herewith the statement that I delivered on behalf of the Ad Hoc Advisory Group on Burundi to the Economic and Social Council on 4 February 2005 (see annex). The oral report to the Council was submitted pursuant to Council resolution 2004/60 of 23 July 2004. I would be grateful if the present letter and its annex could be circulated as a document of the Council.

(*Signed*) Dumisani S. **Kumalo**
Ambassador
Permanent Representative of the Republic of South Africa

05-23743 (E) 230205

Annex

Oral report delivered by the Chairman of the Ad Hoc Advisory Group on Burundi to the Economic and Social Council on 4 February 2005

The Council will recall that the Ad Hoc Advisory Group on Burundi reported orally to the Economic and Social Council at its substantive session for 2004 (see E/2004/98). In its resolution 2004/60 of 23 July 2004, the Council requested the Group to continue to follow closely the humanitarian situation and economic and social conditions, to examine the transition from relief to development in Burundi and the way in which the international community supports the process and to report, as appropriate, to the Council at its organizational session in 2005.

The Council carried out an assessment of its ad hoc advisory groups on African countries emerging from conflict, which culminated in the adoption of Council resolution 2004/59 of 23 July 2004. In that resolution, the Council commended the advisory groups for their innovative and constructive work in support to Guinea-Bissau and Burundi. In particular, the Council commended the advisory groups for: the promotion of a comprehensive approach to peace and development and an integrated vision of relief, rehabilitation, reconstruction and development; their close collaboration with the organizations of the United Nations system, including the World Bank and the International Monetary Fund; and their advocacy role for international support to the countries concerned. The Council also made recommendations to enhance the effectiveness of their work, including a further increase in the interaction between the Economic and Social Council and the Security Council.

Since the substantive session of the Economic and Social Council last summer, the Ad Hoc Advisory Group on Burundi has pursued its work, inspired and motivated by the positive assessment made by the Council, while duly taking into account the proposals made to improve its efficiency.

In September 2004, the Group met with Domitien Ndayizeye, President of Burundi, when he attended the opening of the fifty-ninth session of the General Assembly. The President provided an update on the status of the peace process, including the reform of security forces, the disarmament, demobilization and reintegration programme and the need for international support to ensure the success of the transition process. He further requested the continued support of the Ad Hoc Advisory Group in mobilizing such support. That meeting, which was also attended by Carolyn McAskie, the Special Representative of the Secretary-General in Burundi and Head of the United Nations Operation in Burundi (ONUB), was an opportunity for the Group to plan its activities for the following months.

In my previous presentations to the Council, I expressed satisfaction regarding the Forum of Development Partners, organized by the Governments of Burundi and Belgium, together with the United Nations Development Programme (UNDP), held in Brussels in January 2004, and the establishment of ONUB, an integrated peacekeeping operation that is now fully deployed and active on the ground. Other important developments have taken place over the last months with regard to international support to Burundi, in line with the recommendations contained in the initial report of the Group to the Council:

- In the field of debt relief, on 27 October 2004, the African Development Bank decided to clear 35 per cent of Burundi's arrears, in an amount equivalent to $12 million United States dollars. This measure allows the Bank to resume its operations in Burundi after five years of almost interrupted activities and facilitates access by Burundi to other multilateral facilities. Contributions of the European Commission and France for debt relief to Burundi have made it possible to finalize the payment of these arrears. Belgium, Italy, Norway and the United Kingdom of Great Britain and Northern Ireland have also contributed to the Multilateral Debt Trust Fund managed by the World Bank, and Italy and the Russian Federation have entered into a bilateral debt alleviation and cancellation agreement with Burundi;

- The launching of the demobilization, reinsertion and reintegration programme in December 2004 to support up to 55,000 Burundian combatants in the coming five years is also a major development. This programme is financed through a grant under the multi-donor demobilization and reintegration programme, managed by the World Bank, and by the World Bank itself. UNDP supports the reinsertion component of the programme. The multi-donor demobilization and reintegration programme trust fund is also financing a project for child soldiers in Burundi, implemented by the Burundian authorities with technical assistance from the United Nations Children's Fund (UNICEF). Along with the disarmament, demobilization and reintegration programme, international support, mostly through ONUB and UNDP, is provided to the electoral process;

- The United Nations system has continued to provide on the ground assistance in various fields, so as to engage in a transition from emergency relief to development. UNDP has launched additional projects for the reinsertion and rehabilitation of communities through its framework programme of support to communities, a mechanism that has proved successful in attracting donor contributions and channelling them to communities in need. In late July 2004, the World Bank decided to grant $40 million to Burundi for agricultural rehabilitation and land management project. On 11 November 2004, the Secretary-General launched the 2005 Consolidated Appeal for Humanitarian Assistance through which $134 million was requested for Burundi, almost half of which is dedicated to supporting the return of refugees.

These developments should not hide the fact that humanitarian, economic and social needs are enormous in Burundi. The country is emerging from 10 years of war, which has caused the displacement of a fifth of the population and has gravely damaged physical and economic infrastructures. In 2004 alone, some 90,000 refugees from the United Republic of Tanzania and 140,000 internally displaced persons returned to their communities of origin, putting strong additional pressure on fragile community resources as well as the national authorities. Since the economy of the country largely depends on the production of coffee, its capacity to stimulate growth is limited.

In this challenging environment, administrative infrastructures have continued to function. Representatives of the Bretton Woods institutions have repeatedly stressed the effectiveness of the control of public spending in Burundi. There has been progress in the peace process since the Advisory Group visited Burundi in late 2003. A referendum on the constitution, now scheduled for 28 February 2005, will

be followed by a series of elections, from local to legislative and presidential. Recently, the spokesman of the President of Burundi said that there have been contacts with the Party for the Liberation of the Hutu People-National Liberation Forces (PALIPEHUTU-FNL) (of Agathon Rwasa), the only rebel group that has remained outside the peace process.

In spite of such progress, the level of international support is far below that of the commitments made at the Forum of Development Partners held in Brussels one year ago, which amounted to $1.032 billion. It has been the tendency of some donors to wait and see how the political process will evolve, while improvements in the economic and social living conditions of the population might make all the difference and sustain the road to a definitive settlement of disputes. For example, at the Brussels Forum, the Government of Burundi presented a national programme for the rehabilitation of war victims (sinistrés) for a total amount of close to €500 million euros, including social reinsertion and agricultural rehabilitation. Although support was expressed for the programme at that time, it remains of dire need of resources. In this context, the Group believes that the Economic and Social Council should encourage participants in the Brussels Forum to increase their disbursements, following the positive steps taken by some of them over the last months.

An example of the current fragility of the economic and social situation in Burundi is the recent food insecurity in the northern provinces of the country, which caused new displacements of populations and led to an appeal by the authorities of Burundi for international emergency support. According to United Nations agencies on the ground, this situation is the result of a combination of factors, including drought, infestation, land pressure and reduced amounts of arable land for households, reduced land productivity and malnutrition, resulting from cycles of common and chronic diseases, including malaria and HIV/AIDS. Beyond emergency relief, this situation reveals a number of structural problems that the international community should help to address through broader support and increased capacity-building.

In its resolution 2004/59 on the assessment of the ad hoc advisory groups, the Council urged the advisory groups to expand their relationships with the United Nations Development Group/Executive Committee on Humanitarian Affairs working group on transition issues by exploring the complementary nature of their work. Following the Council's request, the Group held a meeting with representatives of the working group in December. At the meeting, participants discussed the mechanisms put in place by the United Nations system in Burundi to improve the coordination of activities in the transition phase, in particular the United Nations Development Assistance Framework, which lays out an agreed set of priorities and a common strategy to meet those priorities for the period from 2005 to 2007. The implementation of the Assistance Framework just started in January. It was further explained to the Group that the articulation of the work being done by ONUB and the United Nations agencies was a major challenge. Mechanisms to integrate the work of the peacekeeping mission in the implementation and monitoring structure of the Assistance Framework are considered and steadily put in place.

At the meeting with the working group on transition issues, the Group was briefed by Ms. Margareta Wahlstrom, Deputy Emergency Relief Coordinator, returning from Burundi. Ms. Wahlstrom stressed the challenge of the return of

Burundians to their communities of origin and stated that, in this context, the issue of equity in assistance was essential. She also concurred with the Group that all international partners had to contribute to strengthening Government administration and Burundian civil society in order to ensure a sustainable stabilization process, and stressed that health, education and other social sectors needed urgent donor support to ensure reintegration of refugees and internally displaced persons and to consolidate peace.

As stated in its initial report to the Economic and Social Council one year ago, the Advisory Group considers that Burundi is at a crossroads and that the efforts made by the Government and the people must be matched by strong international support, in the framework of a true partnership. This position remains valid, and the Group feels that the people of Burundi should be given real opportunities and that a comprehensive approach to peace and development in favour of this country should prevail. In this context, the Group is of the view that it should continue its activities during the transition process in Burundi, including a second mission to the country, honouring the invitation made by President Ndayizeye in September.